

STRATEGIC DIRECTION TO SUPPORT PUBLIC-PRIVATE PARTNERSHIPS IN THE INNOVATION SECTOR OF KAZAKHSTAN: PROBLEMS AND PROSPECTS

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Abstract: This article discusses the main strategic directions of support for public-private partnership in the innovation sector of Kazakhstan. The paper presents a classification of forms and models of public-private partnerships, as well as a scheme for the integration of the interaction of the state, business, and science. Based on the development trend of the innovative activity of enterprises, a forecast was made for the development of innovative activity of enterprises in Kazakhstan until 2021. Considering that the key task of the state is to help increase the susceptibility of businesses to innovations and to select the priorities of innovation activities in the strategies of companies, a number of comprehensive measures have been proposed to solve this problem. Also, the main problems and obstacles in the development of public-private partnership in innovation activities are given, including the main directions for the formation of a public-private partnership in the innovation.

Keywords: public-private partnership, innovative activity, forecast of innovative activity of enterprises, Kazakhstan.

1 Introduction

Public-private partnership (PPP) as one of the instruments for attracting investments in the public sector of the economy began development from the first years of independence of the Republic of Kazakhstan from 1991 with the adoption of the Law of the Republic of Kazakhstan "On Concessions" (1) until it became invalid in 1993. It regulated the organizational, economic and legal conditions for granting concessions, in the form of property, land and natural resources, only to foreign investors in the territory of the Republic of Kazakhstan. After the loss of force of the "old" law and until the adoption of the current Law "On Concessions" (2) of July 7, 2006, the general norms of the civil code of the Republic of Kazakhstan, the Law on JSC, Law on privatization, etc. served as the legal basis for PPP projects. The new Law "On Concessions" allowed the transfer of rights to create objects of state ownership not only to foreign but also to legal entities - residents of the Republic of Kazakhstan.

Kazakhstan today is characterized as one of the most dynamically developing states of the CIS. A strategic turn in the direction of new industrial-innovative development was made back in 2000 when President of Kazakhstan N.A. Nazarbayev emphasized that the strategy of sustainable development in the new century will be linked to the achievements of domestic science, the transition to the production of high-tech and competitive products based on resource-saving and environmentally friendly technologies. (3)

On October 31, 2015, a new Law of the Republic of Kazakhstan "On Public-Private Partnership" was adopted, which prescribed that PPP in Kazakhstan can be structured not only as a concession and be used to implement projects under the "Law on PPP" in any sector of the economy. But education, health, transport, electricity and housing, and communal services were still indicated as the strategic and priority sectors.

With the adoption of the new law on concessions and the law on public-private partnership, many scientists of Kazakhstan from 2010 began to devote their works to the development of the PPP mechanism in the Republic of Kazakhstan. For example, T.M. Matayev (4) who devoted many works to the study of the development of forms of public-private partnership in the Republic of Kazakhstan and defended his doctoral dissertation for the degree of Doctor of Economic Sciences; R. Karenov (5) and G. Shaykin (6) examined the history of the formation and development of public-private partnership in Kazakhstan; A.Z. Beyseminova (7) presented her work to the problems of investment activity of projects of public-private partnership of the Republic of Kazakhstan and also successfully defended her dissertation on the competition of a PhD; A.K. Isina, J.S. Ospanov and A.S. Davletova (8) explored one of the most basic areas of using the PPP mechanism in health care; K. Akhmetova, A. Akhmetova, A. Terzhanova (9) considered public-private partnerships as a mechanism for modernizing the economy of Kazakhstan; A.N. Turginbayeva and Ye.B. Domalatov (10-13) in their writings emphasize the development of public-private partnership in the innovation activities of the Republic of Kazakhstan.

But, nevertheless, this interaction area of the state and business structures is still one of the topical issues for research, since the PPP area of Kazakhstan is one of the youngest in the world and there are gaps in the institutional and legislative framework.

2 Materials and Methods

2.1 Conceptual framework

Public-private partnership is a set of forms of interaction between the state and business, as well as a joint attitude to the risks arising from solving socially significant tasks on mutually beneficial conditions implemented in the medium or long-term periods (Ye.B. Domalatov).

Over the past decade, public-private partnerships have received increasing attention worldwide. Today, the development of PPP is of great importance for the implementation of public infrastructure projects around the world. For example, between 2005 and 2010, a total of 1046 PPP transactions worth the US \$350 billion reached financial closure. And in 2007, the PPP market reached its maximum, when 241 projects with a total capital of US \$79 billion reached financial closure. Also, in 2010, 122 PPP deals reached a financial close with a total value of US \$51.6 billion. (14)

Considering the volume of concluded and completed transactions, it can be assumed that there is a wide variety of forms and models of public-private partnership classification in the world, which in turn negatively affects the understanding of their advantages and disadvantages by the business community, which is one of the main players in PPP models. The most complete and well-described classification of forms and models of public-private partnership is presented in the works of S.Kh. Gimaletdinov (15), which is clearly presented in Table 1.

Table 1. Classification of Forms and Models of Public-private Partnerships

Type of model	Content and short description				
	Property relations	Coordination arrangements	Forms	Mechanisms	Sphere of application
Operator's model	Property - private-public; management - private; financing - private.	Separation of responsibility under the control function of the state	Contract	BOT, DBFO, BOOT, BOO, ROT, LROT etc.	Housing services and utilities, infrastructure
Cooperation model	Property - private-public; management - private-public;	Joint project campaign of a private investor and the state	Contract	BOT, DBFO, BOOT, BOO, ROT, LROT etc.	Social and cultural sphere, infrastructure

	financing - private-public.				
Concession model	Property - public; management - private-public; financing - private-public.	Long-term interaction of state and business on the basis of a concession, exclusion of transfer of ownership to private business structures	Concession model	BTO	In all sectors of the national economy, in accordance with the legislation of the Republic of Kazakhstan, innovation, development of territories
Contractual model	Property - private-public; management - private; financing - private.	Carrying out activities based on the conclusion of various types of contracts involving state property	Contract	BOT, DBFO, BOOT, BOO, ROT, LROT etc.	Energy industry, infrastructure
Leasing model	Property - private; management - private-public; financing - private-public.	Joint activities on the basis of leasing contracts, under which private business structures transfer property into state ownership	Contract	BOT, DBFO, BOOT, BOO, ROT, LROT etc.	Construction and management of public buildings, infrastructure

The classification of forms and models of public-private partnership given in Table 1 allows the selection of the required model and form in the specific economic conditions of their implementation. Within the framework of this classification, the following models are distinguished with the peculiarities of their content: operator model, cooperation model, concession model, contractual model and leasing model. The content of each model differs in property relations, the order of interaction, forms, mechanisms, and areas of application.

Creating the most favorable conditions for the entrepreneurial initiative, enhancing the competitiveness and investment attractiveness of Kazakh enterprises, expanding their ability to work in open global markets in conditions of tough competition is one of the priorities facing the economy. The solution of this issue is seen, above all, in the consolidation of public, private business structures, and public interests, and more precisely in the consolidation of public and private capital, intellectual and human resources. In general, the scheme of integration interaction of the state, business, and science is presented in Figure 1.

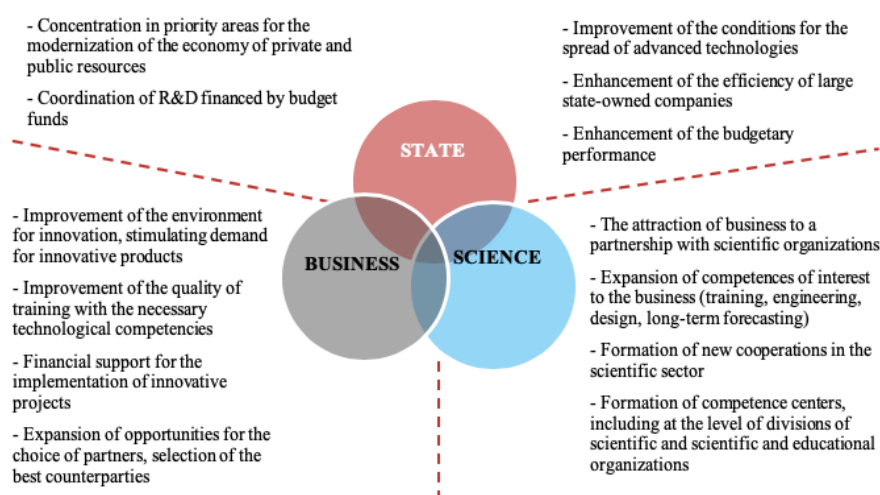


Figure 1. Scheme of Integration of the State, Business, and Science

Source: V.V. Gusev, Ya.V. Guseva (16)

2.2 The state of development of PPP in Kazakhstan

Currently, Kazakhstan implements PPP projects based on a system of sectoral roadmaps. As part of activating public-private partnership mechanisms, the National Chamber of Entrepreneurs of RK Atameken together with the Ministry of National Economy of RK, Ministry of Health of RK, and the Center for PPP developed and approved an Action Plan for introducing new PPP tools, which also contains mechanisms for solving basic problematic issues of PPP. As a result, work is actively carried out on urgent amendments to legislation in terms of state order, which have already entered into consideration by the Government of the Republic of Kazakhstan: (17)

- The implementation of the “PPP Program”;
- Provision of state long-term order over 3 years.
- Implementation of pilot projects of PPP in the framework of the “PPP Program”.
- Development of a mechanism for covering the risks of currency fluctuations for the investor.
- Study of the issue of collateral for PPP projects.
- Making proposals to expand the list of types of costs included in the compensation of investment and operating costs.
- Development of amendments of LSI on the pricing.

According to the Kazakhstan Center for Public-Private Partnership, the following sectors of the economy are indicated in the country, where PPP projects are being implemented and planned for implementation such as "Aerospace Activities", "Housing", "Healthcare", "Infrastructure", "Culture", "Education", "Public Order Protection", "Environmental Protection", "Passenger Transport and Highways", "Entrepreneurship", "Agriculture", "Social Sphere", "Construction", "Telecommunications", "Transport and Logistics", "Tourism", "Management of MSW facilities", "Physical culture and sport", "Energy industry, housing services

and utilities". It can be noted that in recent years the industries where the PPP mechanism is used have gradually increased. For example, in 2015-2016, in the base of PPP projects, it was possible to observe projects only in the following areas such as "Health care", "Transport and logistics", "Passenger transport and highways", "Education" and "Housing". Basically, this was promoted by the Law of the Republic of Kazakhstan No. 379-V "On Public-Private Partnership" dated October 31, 2015, where the list of fields of activity and the conclusion of PPP contracts was expanded.



Figure 2. Regional Sectoral Map of Concluded and Registered PPP Projects

Source: Kazakhstan Center for Public-Private Partnership (18)

Analyzing the regional-industry map of concluded and registered PPP projects of the Republic of Kazakhstan (Figure 2), we can see that the total number of concluded and registered PPP projects as of 01.09.2018 are 308 projects for a total of 151,059,437 tenge (≈151.1 billion tenge).

2.3 Analysis of innovation activity of enterprises of Kazakhstan

One of the key indicators of the development of PPP in the innovation sphere is the innovation activity of enterprises in the

development of technological innovations. Analyzing the official statistics provided by the Committee on Statistics of the Ministry of National Economy of the Republic of Kazakhstan for the period 2013-2017, thanks to which we made the forecast until 2021. The main reason that the interval of this sample for the original calculation was taken 2013-2017 is that since 2013 the survey on innovation statistics has been conducted in accordance with international recommendations on product, process, organizational and marketing innovations.

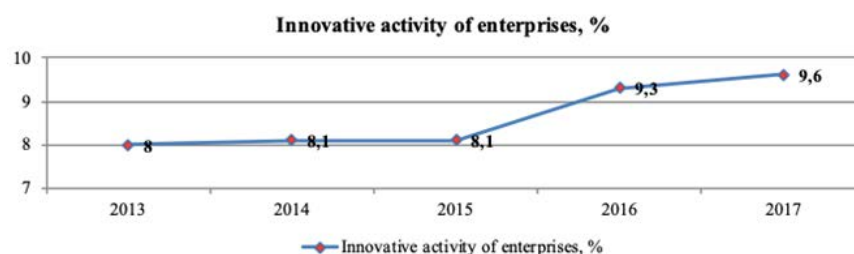


Figure 3. Innovative Activity of Enterprises of the Republic of Kazakhstan

To process the results and build predictive values of the indicators, Microsoft Excel tools were used. The calculation of average indicators and the average standard deviation were carried out according to the following formulas:

$$\bar{x} = \sum x_i / n, \quad (1)$$

where \bar{x} - arithmetic mean;

x - value of the variable for which it is necessary to calculate the average value;

n - number of units in target population.

$$\sigma = \sqrt{\sum_{i=1}^n (x_i - \bar{x})^2 / n}, \quad (2)$$

where σ - standard deviation.

Table 2. Forecast of Development of the Innovative Activity of Enterprises in Kazakhstan, %

Year	Innovative activity of enterprises	Predictive development	Pessimistic forecast	Optimistic forecast
01.01.2013	8,0	-	-	-
01.01.2014	8,1	-	-	-
01.01.2015	8,1	-	-	-
01.01.2016	9,3	-	-	-
01.01.2017	9,6	-	-	-
01.01.2018	-	9,9	8,9	10,9
01.01.2019	-	10,4	9,4	11,4
01.01.2020	-	10,8	9,8	11,8
01.01.2021	-	11,3	10,3	12,3

Source: author

The standard deviation was 1.0%. Total from Table 2 and the visual diagram (Figure 4) we can see the forecast in three versions such as the forecast itself, the pessimistic forecast and the optimistic forecast. Thus, with the existing trends in the

development of innovative activity and market conditions, we can assume that by 2021 the innovative activity of enterprises will be equal to 11.3%, and according to a pessimistic and optimistic forecast it will be 10.3% and 12.3%, respectively.

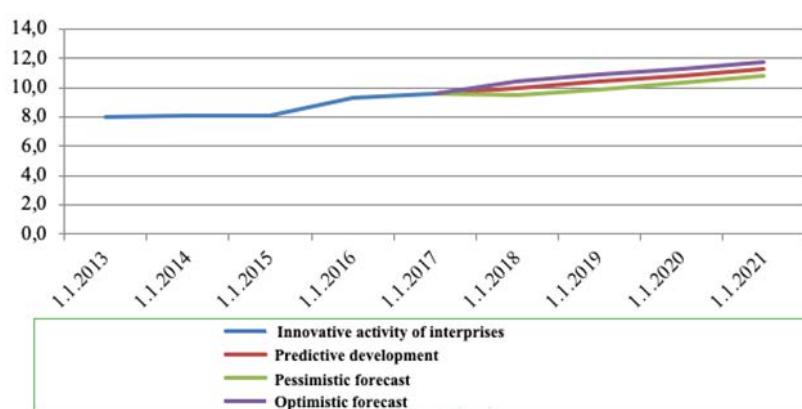


Figure 4. Forecast of development of innovation activity of enterprises in Kazakhstan until 2021

3 Results and Discussion

The most fashionable trend in domestic health care today, in addition to compulsory insurance, is the desire to give clinics and hospitals to trust the management of private companies. Ideally, clinics will become customer-oriented and self-sustaining, but there haven't been exact predictions on this subject yet. However, this does not interfere with the domestic Ministry of Health, for example, in the same Almaty, to put 19 organizations for privatization in search of a private investor. (19)

There is also a story about the construction of private prisons by analogy with common practice in the United States. Talks about four new penitentiary institutions in the republic have been intense for the past seven years. However, the implementation of the project to build the first prison in Kazakhstan through a public-private partnership system, which was announced in 2016, has been delayed. On January 5, 2017, the Ministry of National Economy of the Republic of Kazakhstan gave an economic negative opinion on the project "Construction and commissioning of a correctional institution for 1,500 places in the South Kazakhstan Region". At the same time, the ministry stressed that it is necessary to build new prisons in the country. Since the beginning of this year, due to non-compliance with international standards of prisoners, 9 facilities of the penitentiary system have been closed throughout the country. Now we are considering the issue of building the first in the history of independent Kazakhstan a new prison but at the expense of state funds.

The authorities of Aktobe have not the entirely positive experience of public-private partnership. In the spring of 2017, the private company won a five-year contract for the maintenance of grave sites. In total, LLP "AK Trade Solutions" received a farm in the form of 50 cemeteries of the city of Aktobe and rural districts, 17 of which are subject to conservation.

The most broad-scale project in the framework of public-private partnerships today is, in fact, the metropolitan surveillance system "Sergek" of 13,000 cameras, which was 100% effective only in December 2017 8.4 billion tenge were invested in the system, and the budget does not spend a single penny on it. The private owner intends to return the invested to 2024.

According to the agreement, three Kazakhstani IT companies in the face of Korkem Telecom, Open Technologies Group and The One Capital will install everything on a turnkey basis: cameras, software, data storage servers. Then the system will be transferred to the state after a full audit.

Now there are a number of amendments in the Parliament of the Republic, the introduction of which will help both to increase the coverage and give the average businessman real access to the projects.

One of the proposals concerns a significant reduction in project preparation time. This was announced in August at the meeting of the Cabinet by Timur Suleymenov, the Minister of National Economy. In order to simplify the procedures for planning PPP projects, the whole process was proposed to be reduced from 5 to 3 stages. Only the examination of the investment proposal, the competition and the conclusion of the PPP contract will remain.

The time frame for the preparation of projects of public-private partnership will be reduced from an average of 7 to 3 months. One of the proposed innovations is the introduction of the term "programmatic PPP"; this means that all investor selection procedures will be spelled out in a simplified form in government and government programs without additional expertise. The business will only decide for itself whether it is ready to participate in this program or not.

Secondly, one of the amendments can be called "protection from the state". It is proposed that a government agency that has signed a contract with a private trader is obliged to plan and mortgage the costs of reimbursement in its budget. These obligations are not subject to sequestration, and payments cannot be deferred. This is done to ensure that a businessman does not go with an outstretched hand to the akim and that the entrepreneur does not have delinquency on loans and credits in banks.

Thirdly, today there are difficult negotiations with the Ministry of Economic Development and the National Bank to ensure that the multi-billion-dollar PPP project contracts themselves become liquid collateral for second-tier banks.

The mechanism of public-private partnership in Kazakhstan has been stalling for the last two years not only because of the reluctance of second-tier banks to lend projects of particular state importance. In the struggle for performance, the regions actively use the credit lines of the "Damu" Fund and the Development Bank of Kazakhstan.

In many cases, the domestic business simply does not believe that after the stage of its own expenses it is guaranteed that it will receive state money. Local officials have taught entrepreneurs of the republic that they have to wait for money, and sometimes to fight for them through the courts.

The main advantage of PPP projects can be the fact that the state will not have to invest billions of tenge in taxpayer funds in the quasi-public sector. Even regional centers annually spend hundreds of millions of tenge for municipal needs, transferring them to various Municipal Utility Services for the right of economic jurisdiction. The quality of work of municipal organizations, even though sometimes having a legal status LLP, leaves much to be desired.

Contracts of PPP projects will be able to change in the future the usual tenders and competitions, most of which are just for a year. And the government can also avoid cases of work with careless contractors because at first the project is being implemented at the expense of the investor. The latter will be interested in, for example, the object under construction was commissioned on time, and normally operated.

However, the PPP will not be a panacea for all Kazakhstan's ills: it will not be able to cancel or significantly reduce the state's

social obligations. However, it can make public services and obligations better, and expenses more transparent.

Years of talk and preparation for the launch of the national campaign for the mass introduction of PPP in December 2016 were well characterized by Prime Minister Bakytzhan Sagintayev. The head of the Cabinet of Ministers conveyed the depth of the problems with one Kazakh proverb: "Қалындық ұзатуға дайын, бірақ алатын жігіт жоқ". In the free translation into English, it sounds like this: the bride is ready for marriage, but there is no groom.

After in January 2017, Nursultan Nazarbayev, in his annual Message to the People of Kazakhstan "The Third Modernization of Kazakhstan: Global Competitiveness" devoted a separate block to PPP, it became clear that the decision on the mass use of this mechanism was made at the highest level.

According to foreign and domestic experts, Kazakhstan occupies a leading position in implementing the PPP mechanism in Central Asia. This is confirmed by some facts, such as the creation of a legislative framework (the Law on Public-Private Partnership and the Law on Concessions), SEZs, and development institutions. A separate PPP development institute (JSC "Kazakhstan Center for Public-Private Partnership") has been established and is successfully operating.

However, despite this, in Kazakhstan today there are enough problems associated with the implementation of PPP projects. Based on the analysis of the PPP market of the Republic of Kazakhstan, we can cite a number of common problems and problems associated with the implementation of PPP projects in the innovation sphere:

- Lack of systematic development of PPP in Kazakhstan (in reality, an approach to the formation of PPP projects is used according to the principle of finding a project with available budget funds, and not the funds for a project);
- Lack of a unified program document of the phased strategy for the development of PPP (the poorly developed plan of measures for the short- and long-term periods);
- Lack of an information resource covering the problems and prospects of PPP development, legislative initiatives, news of PPP infrastructure subjects, international practice, a transparent list of PPP projects, etc.;
- Lack of experience in implementing PPP projects in the field of innovation, as well as development programs and regulatory documents on PPP in the innovation system;
- Closed nature and confidentiality of implemented PPP projects and projects under implementation, which in turn do not provide a complete picture for a private investor, who is one of the most important players and a driver of a successful project. Based on this, a private investor will be afraid to invest his or borrowed funds in a certain project, seeing greater uncertainty and confidentiality of the effectiveness/efficiency of the projects implemented earlier.

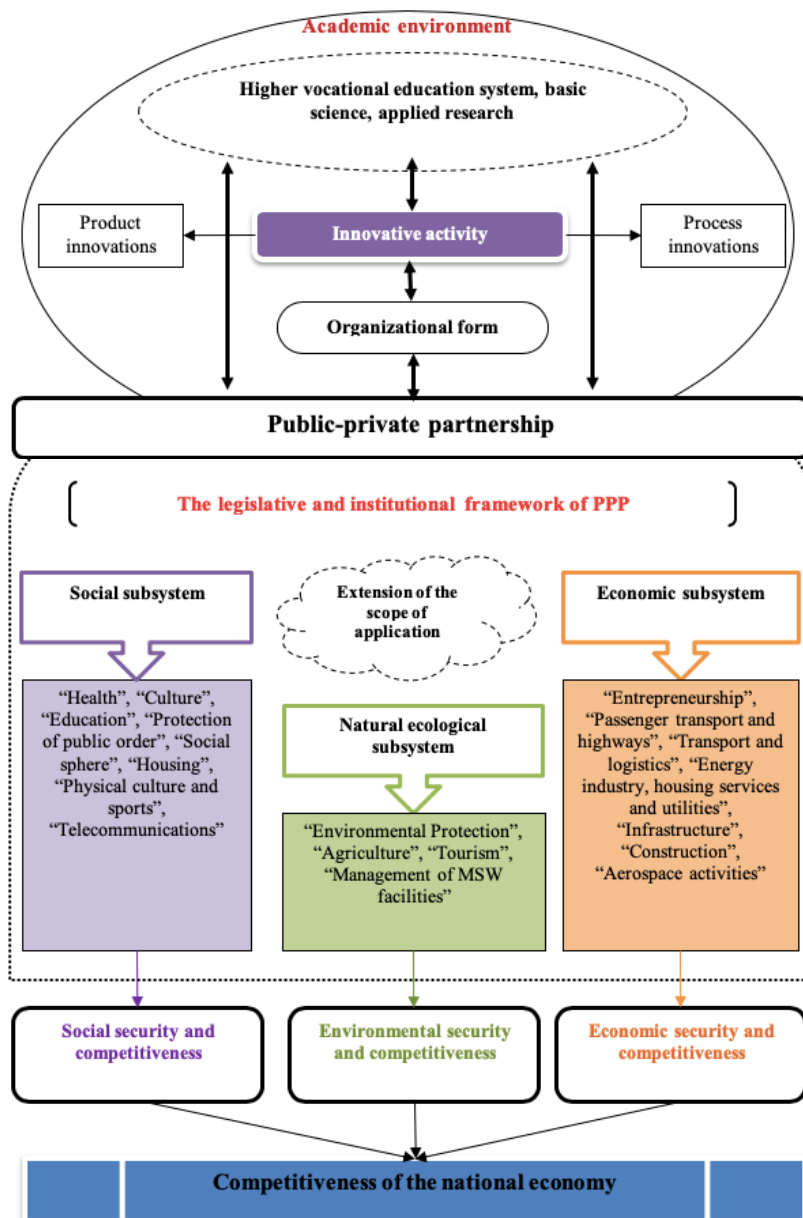


Figure 5. The Conceptual Model of the Development of PPP

The center of this model, its core is the system of higher professional education, integrated with fundamental and applied science, creating the scientific and educational environment of the region. It is education as a system for the reproduction of the intellectual capital of a region that is the main element of the model that generates the production, transfer, and dissemination of knowledge, that is, it is the first link in the innovation cycle "education - research - mass development of innovation". The central role of the education system in this model is also due to the fact that it is human resources that are currently the most important source of wealth and competitiveness of the region.

Moreover, according to modern studies, the level of education of the population employed in the economy of the regions of Russia has a noticeable positive and statistically significant effect on the levels of production in these regions. The contribution of this variable to the gross regional product per region occupied in the economy varies from year to year from 40 to 65%, and the social rate of returns to education (manifestation of the external effect) varies from 36 to 79%.

In the academic environment, such specific factors of production as knowledge and information are involved into circulation.

Innovation as the end result of innovation activity is embodied in a new product being introduced on the market, a new or improved technological process or a new approach to the organization of production. At the same time, the state-private partnership acts as an organizational innovation as a new business model, a new form of economic management, an emerging structure based on economic relations of constructive interaction between the state and business.

The model diagram shows bilateral arrows between the scientific and educational environment of the region and the public-private partnership. This means that, on the one hand, PPP is a product of innovation, on the other hand, PPP spreads and penetrates into the field of scientific and educational activities of the region, carrying out here the transformation of economic relations.

We believe that the process of "cultivating" public-private partnerships should begin with a system of higher vocational education, since, first of all, it is necessary to train specialists who are not only knowledgeable about the theoretical issues of

its operation, but also proficient in the preparation of PPP projects with management skills such projects that own technologies for attracting investors to PPP projects, etc. Certainly, a public-private partnership at the regional level cannot be created without a formalization, i.e. we need an appropriate law. However, it should also be developed by specialists trained accordingly.

The double arrows connecting the "Public-Private Partnership" block with the scientific and educational environment, in particular with the "Innovative Activity" and "HVE System, Fundamental Science, Applied Research" blocks, reflect the extension of PPP to these areas. The expansion of public-private partnerships to education is related to the transformation of economic relations between the state and education: from the state, transformation is the development of a "market" element in the provision of public goods; for the private sector, transformation is manifested in the development of a "public" element in the provision of private goods. This new form should not be considered as a way to replace the state in financing education, within specific societies, education and the market should exist in collaboration.

The interaction of government and business in innovation is reduced to the distribution of roles: the role of the private sector is to develop technologies based on our own research and in the market development of innovations; the role of the state is to promote the production of fundamental knowledge, as well as to create the infrastructure and favorable institutional conditions for the innovation activities of private companies. At the same time, the state acts as a "peculiar" participant bringing the commercial and public effectiveness of innovative projects into compliance.

PPP is a mechanism for engaging businesses in areas and projects where it is difficult to talk about quick returns and where risks are very high. The private sector is not so much a source of financial resources, but a more efficient manager who risks in the future with invested funds.

The development of public-private partnership in the innovation sphere will allow attracting significant private investment, which, in turn, should contribute to the implementation of infrastructure projects and reduce the burden on the state budget. As a result of the spread of the institution of public-private partnership in the scientific and educational environment of the region, a single innovative field of the region can be created, an innovative economic structure is formed.

2. The evolutionary spread of public-private partnership to all subsystems of the region such as economic, social, natural-ecological. They are shown in the figure as open (dashed contour), in addition, they are interconnected with each other: the development goals of the economic subsystem are formed within the social subsystem, which is also a consumer of products produced by the economic subsystem. The economic subsystem in order to achieve its goals uses the resources of the natural-ecological subsystem, supplying it, in turn, production waste. Nature under the influence of waste coming from the social and economic subsystems changes its properties as a human habitat and thereby affects society. At the same time, these subsystems receive new products and technologies as the results of innovation, which leads to qualitative changes in the subsystems themselves and brings the regional socio-ecological-economic system to a higher level of competitiveness. In this model, all those areas that, in our opinion, reveal weak competitive positions of the Krasnoyarsk Krai such as education, health, innovation, transport infrastructure, ecology. The use of public-private partnerships leads to a fundamentally qualitative change and increase the efficiency of the public sector, the traditional producer of public goods. At the same time, the inefficiency of the state can be overcome with the help of efficient market mechanisms, and market failures can be compensated for by the state's success, and vice versa. Thus, a complex interaction pattern arises, with a high degree of uncertainty and various forms of interaction and channels of interpenetration.

4 Conclusion

Thus, based on global practice and trends in the development of PPP in Kazakhstan, it can be argued that the formation and use of PPP mechanisms in innovation activities will eventually become a reality for the PPP market in Kazakhstan. As the authors of the scientific work "The Development of Public-Private Partnership in the Innovation Sphere of Kazakhstan" A.Zh. Panzabekova and G.M. Andreeva for the formation of a public-private partnership in the innovation sphere, the following main areas are advisable: (20)

- The complementary participation of the state and the market in innovation processes.
- The division of innovation risks between the state and business.
- The use of decentralized channels of state support for innovative activity.
- Naturalization of state support for innovation.
- Support networks of enterprises through programs to support innovation in small and medium businesses.

And in turn, we by agreeing with the statements of the authors, additionally suggest adding to this list the following areas and measures for the successful development of PPP in the innovation sphere of Kazakhstan:

1. Inclusion of new industries in the PPP database as: "Scientific research" and "Innovative infrastructure". In some countries where PPP is highly developed in the innovation sphere, this category is highlighted separately. And we propose to implement this experience in Kazakhstan by developing special regulatory laws and statutory instruments.
2. Development of development programs and regulatory documents on PPP in the innovation system, based on international experience, which in turn will contribute to the development of PPP in the innovation activities of the Republic of Kazakhstan, as well as solve a number of conflicting problems of implementing PPP in innovations.
3. Creation of a separate state body responsible for implementing the PPP policy and carrying out appropriate coordination between ministries, departments, Akimats, and the private sector, since the Institute of PPP Development in Kazakhstan (JSC "PPP Center") is primarily engaged in consulting and expert activities, rather than management PPP projects.

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